

## Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 SSO-00 NSCE-00 USIE-00 INRE-00  
CIAE-00 H-01 INR-07 IO-13 L-03 NSAE-00 OIC-02  
OMB-01 PA-01 PM-05 PRS-01 SP-02 SS-15 TRSE-00  
ACDA-12 CU-04 BIB-01 HA-05 /086 W  
-----125349 221427Z /43

O P 221300Z DEC 77  
FM AMEMBASSY BELGRADE  
TO SECSTATE WASHDC IMMEDIATE 4269  
INFO AMEMBASSY BONN  
AMEMBASSY LONDON  
AMEMBASSY PARIS  
AMEMBASSY ROME  
AMEMBASSY MOSCOW  
USMISSION USNATO PRIORITY  
USDEL MBFR VIENNA  
USNMR SHAPE  
USCINCEUR  
SECDEF WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 BELGRADE 9104

FOR EUR/RPM AND EUR/SOV FROM USDEL CSCE

E.O. 11652: GDS  
TAGS: CSCE, OCON  
SUBJECT: BELGRADE CSCE: SOVIET COMMENTS ON CMBS

REFS: A) BELGRADE 8776; B) BELGRADE 8823

SUMMARY: IN MEETING WITH UK AND NORWEGIAN CBMS  
EXPERTS, CMB REP MIKHAILOV INDICATED POSSIBLE SOVIET  
FLEXIBILITY ON DEFINITION OF SOVIET PROPOSAL TO LIMIT SIZE OF  
MANEUVERS, NEUTRAL/NON-ALIGNED (NNA) PROPOSAL TO TEXTEND  
MAJOR MANEUVER NOTIFICATION TO COVER AGGREGATED SMALLER-  
SCALE MANEUVERS, AND NOTIFICATION OF MAJOR MILITARY MOVE-  
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MENTS. END SUMMARY.

1. UK REP CLEGHORN PROVIDED HIGHLIGHTS OF DISCUSSION  
WITH MIKHAILOV TO NATO CMBS CAUCUS DECEMBER 21;  
A. SOVIET MANEUVER-CEILING PROPOSAL. MIKHAILOV  
REITERATED SOVIET VIEW, STATED EARLIER TO US DELOFFS  
AND REPORTED REF A, THAT PROPOSED CEILING ON SIZE OF

MANEUVERS WOULD APPLY TO SERIES OF MANEUVERS UNDER CERTAIN CIRCUMSTANCES. HE ADDED, HOWEVER, THAT IF OTHERS WISHED TO SUGGEST FORMULATION LIMITED TO SINGLE MANEUVERS, THEY SHOULD DO SO. COMMENT: THIS INVITATION IS CONSISTENT WITH MORE GENERAL STATEMENT BY MIKHAILOV IN SUBSIDIARY WORKING BODY DEBATE LAST WEEK THAT SOVIETS WOULD BE PREPARED TO ENTERTAIN SUGGESTIONS OTHERS MIGHT MAKE ABOUT PROPOSALS CONTAINED IN THEIR "PROGRAM OF ACTIONS." END COMMENT.

B. AGGREGATED SMALLER-SCALE MANEUVERS. MIKHAILOV CITES THIS WHEN PRESSED BY IK AND NORWEGIAN REPS TO IDENTIFY WHAT HE HAD HAD IN MIND ON SEVERAL OCCASIONS IN WORKING BODY DEBATE WHEN HE HAD SAID THAT CERTAIN ELEMENTS OF NNA CMBS PROPOSAL WERE "INTERESTING." MIKHAILOV SAID REFORMULATION OF PROPOSAL OFFERED BY AUSTRIAN REP KUNTNER (REPORTED PARA 3 REF B) STILL PRESENTED DIFFICULTIES BUT WAS OF SOME INTEREST. WHEN ASKED WHY SOVIETS HAD NOT FOLLOWED ALLIED AND NNA EXAMPLE AND NOTIFIED SMALLER-SCALE MANEUVERS SEPARATELY, MIKHAILOV COUNTERED THAT ALLIES HAD SIMPLY NOTIFIED AS SEPARATE SMALLER MANEUVERS INTEGRAL PARTS OF LARGER MANEUVER SCENARIO (I.E., AUTUMN FORGE). HE SAID THE SOVIET UNION COULD EASILY HAVE DONE THE SAME THING; HE CITED AS AN EXAMPLE THE MANEUVER CARPATHIA, WHICH WAS NOTIFIED AS A LARGER-SCALE MANEUVER BUT WHICH CONSISTED OF TWO GEOGRAPHICALLY SEPARATE PARTS. COMMENT. CONFIDENTIAL

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SOVIETS MAY WELL SEE AGGREGATED-SMALLER SCALE MANEUVER PROPOSAL AS ONE WHICH THEY COULD IMPLEMENT SIMPLY BY NOTIFYING DIFFERENTLY SOME OF THE MAJOR MANEUVER ACTIVITY WHICH THEY ARE ALREADY REQUIRED TO NOTIFY, WITHOUT IMPOSING MUCH IF ANY ADDITIONAL SUBSTANTIVE OBLIGATION. IF THIS IS THE CASE, ACCEPTING THIS ELEMENT OF THE NNA CMBS PROPOSAL WOULD BE A CHEAP PRIZE TO PAY FOR WHATEVER THEY MIGHT GET IN RETURN. THEY MAY ALSO SEE POSSIBLE BENEFIT IN GETTING ON THE BOOKS A MEASURE WHICH WOULD FORCE NATO TO LUMP TOGETHER FOR REPORTING PURPOSES SOME SEPARATE SMALLER ELEMENTS OF AUTUMN FORGE SERIES. END COMMENT.

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OMB-01 PA-01 PM-05 PRS-01 SP-02 SS-15 TRSE-00  
ACDA-12 CU-04 BIB-01 HA-05 /086 W  
-----125280 221426Z /43

O P 221300Z DEC 77  
FM AMEMBASSY BELGRADE  
TO SECSTATE WASHDC IMMEDIATE 4270  
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USMISSION USNATO PRIORITY  
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USCINCEUR  
SECDEF WASHDC

C O N F I D E N T I A L SECTION 2 OF 2 BELGRADE 9104

C. MOVEMENTS NOTIFICATION. PRESSED BY UK AND  
NOREWGIAN REPS TO SAY HOW MEETING SHOULD DEAL WITH  
FINAL ACT'S INJUNCTION TO FURTHER EXAMINE QUESTION OF  
NOTIFICATION OF MAJOR MILITARY MOVEMENTS, MIKHAILOV  
ACKNOWLEDGED THAT SOMETHING WOULD HAVE TO BE DONE.  
UK AND NORWEGIAN REPS TOOK THIS AS INDICATION OF READI-  
NESS TO HAVE SOME MENTION OF MOVEMENTS NOTIFICATION  
IN CONCLUDING DOCUMENT. AT THE SAME TIME, MIKHAILOV  
STRESSED COMPLEXITY OF QUESTION, WHICH HE SAID INVOLVED  
NOT ONLY GROUND FORCE MOVEMENTS BY AIR AND NAVAL MOVE-  
MENTS AS WELL AND WOULD TAKE A CONSIDERABLE AMOUNT OF  
TIME TO SORT OUT. FROM THIS UK REP DREW INFERENCE THAT  
SOVIETS MAY CONTEMPLATE SOME GENERAL VOLUNTARY PROVISION.  
COMMENT: THIS IS CONSISTENT WITH COMMENT OF BULGARIAN  
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DELOFF TO GREEK CMBS EXPERT, ALSO REPORTED AT DECEMBER  
21 CAUCUS, THAT A VOLUNTARY PROVISION FOR NOTIFICATION OF MAJOR  
MOVEMENTS, ALONG THE LINES OF THE EXISTING PROVISION  
FOR NOTIFICATION OF SMALLER-SCALE MANEUVERS, MIGHT BE  
ACCEPTABLE. IN THE PAST FEW DAYS, ROMANIANS TOO HAVE  
DROPPED HINT TO MORE THAN ONE ALLIED DEL THAT MOVEMENTS  
NOTIFICATION MIGHT BE ONE SUBJECT IN THE FIELD OF DBMS  
WHERE AGREEMENT COULD BE REACHED. END COMMENT.  
D. MIKHAILOV NEVER MENTIONED SOVIET NFU AND PACT

LIMITATION PROPOSALS AND MADE ONLY PRO FORMA REFERENCE  
TO IDEA OF "SPECIAL JOINT CONSULTATION" ON SECURITY  
QUESTIONS FOLLOWING BELGRADE.

2. COMMENT. INDICATION GIVEN BY MIKHAILOV OF POSSIBLE  
SOVIET FLEXIBILITY ON MOVEMENTS AND AGGREGATED SMALLER-  
SCALE MANEUVERS, AS WELL AS ON DEFINITION OF THEIR  
MANEUVER-CEILING POSSIBLY, REPRESENTS CLEAR MOVEMENT  
FROM MORE RIGID LINE HE TOOK IN DISCUSSION WITH US  
ABOUT A WEEK AND A HALF EARLIER. DURING THAT PERIOD,  
SOVIETS AND THEIR ALLIES CAME UNDER INCREASING CRITICISM IN  
SUBSIDIARY WORKING BODY DEBATE, NOT ONLY FROM ALLIES  
BUT ALSO FROM NNAS, FOR THEIR FAILURE TO JOIN SERIOUSLY  
IN DETAILED EXAMINATION OF CBM PROPOSALS. AS A RESULT,  
THEY MAY HAVE FELT NEED TO PROJECT IMAGE OF GREATER  
FLEXIBILITY. WHETHER MIKHAILOV'S GUARDED AND QUALIFIED  
COMMENTS ABOUT MOVEMENTS NOTIFICATION AND AGGREGATED  
SMALLER MANEUVERS HAVE MORE THAN COSMETIC SIGNIFICANCE  
REMAINS TO BE SEEN. END COMMENT.  
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## Message Attributes

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